

Proposed Plan Change – Intensification (PC 78)

Proposed Plan Change 78 - Intensification to
the Auckland Unitary Plan (Operative in part)

**SECTION 32 – s77J and s77N
EVALUATION REPORT FOR SPECIAL PURPOSE ZONES**

- H25 Special Purpose – Healthcare Facility and Hospital Zone
- H29 Special Purpose – School Zone
- H30 Special Purpose – Tertiary Education Zone

Table of Contents

Executive summary	3
1 Introduction	4
1.1 Section 32 Evaluation.....	4
1.2 The evaluation approach.....	5
2 Overview and purpose	6
2.1 A high-level summary of scope of PPC78.....	6
3 Issues	7
3.1 Implementation of the National Policy Statement on Urban Development.....	7
3.2 Problem definition.....	9
3.3 Scale and significance.....	11
4 Development and evaluation of options	11
4.1 Description of options.....	11
4.2 Methodology.....	12
4.3 Options and summary of evaluation.....	12
5 Development of the plan change	21
5.1 Consultation.....	23
6 Conclusion	23
Attachments	24

Executive Summary

This report discusses the implications of applying the medium density residential standards (MDRS) of Schedule 3A of the Resource Management Act 1991 (RMA) and the implementation of Policy 3 of the National Policy Statement on Urban Development 2020 (NPS-UD) to Chapter H – Special Purpose Zones, in the Auckland Unitary Plan (Operative in Part) (AUP).

The Special Purpose zones affected by the legislation are:

- H25 Special Purpose – Healthcare Facility and Hospital Zone
- H29 Special Purpose – School Zone
- H30 Special Purpose – Tertiary Education Zone

Building height limits are increased to support the implementation of NPS-UD Policy 3 for relevant Special Purpose Zones inside walkable catchments through this plan change.

1 Introduction

The purpose of Proposed Plan Change 78 - Intensification (“PPPC78”) to the residential and business chapters of the Auckland Unitary Plan (Operative in Part, November 2016) (“AUP(OP)”), along with consequential changes to the definitions and E38 Urban Subdivision Chapter is to respond to the National Policy Statement on Urban Development 2020 (May 2022 version) (“NPSUD”), Resource Management – Housing Supply and Other Matters Amendment Act 2021 (“RMA”) and Resource Management Act 1991 (“RMA” or “the Act”) by:

- Incorporating the Medium Density Residential Standards (“MDRS”) as per Schedule 3A of the RMA;
- Giving effect to Policy 3(c) by enabling at least six storey development in specified locations;
- Giving effect to Policy 3(d) by enabling densities and heights commensurate to the level of commercial activities and services in areas within and adjacent to neighbourhood, local and town centre zones;
- Making consequential changes as necessary to support the implementation of the RMA.

The Council has made changes to height limits in the Mixed Housing Urban Zone (MHU) and Terrace Housing and Apartment Building Zone (THAB) to incorporate the Medium Density Residential Standards (MDRS) of Schedule 3A and the building height requirements under Policy 3 of the NPS-UD. These changes provide the context for reviewing the height limits in the Special Purposes Zones. This has resulted in height increases to some Special Purpose Zones in response to Policy 3 of the NPS-UD.

The building height requirements under Policy 3 pertain to ‘walkable catchments’. The government requires councils to establish the scope of walkable catchments. This information on walkable catchments is in the S.32 overview report and are shown on Council’s GIS maps. This is the basis for all references to walkable catchments in this S.32 report.

1.1 Section 32 Evaluation

Section 32 of the Act requires that before adopting any objective, policy, rule or other method, the Council shall carry out an evaluation to examine:

- The extent to which each objective is the most appropriate way to achieve the purpose of the Act, and
- Whether, having regard to their efficiency and effectiveness, the policies, rules or other methods are the most appropriate for achieving the objective.

The evaluation must also take into account:

- The benefits and costs of policies, rules, or other methods; and

- The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.

1.2 The evaluation approach

This section outlines how the Special Purpose zones have been evaluated. The rest of this report will follow the evaluation approach described in the table below. In accordance with section 32(6) of the RMA and for the purposes of this report:

- i. the 'proposal' means plan changes to the Special Purpose Zone;
- ii. the 'objectives' means the objectives; and
- iii. the 'provisions' means the standards.

Sections of this report	Evaluation Approach
Section 2: Overview and Purpose	Explains the legislative background and purpose of this section of the IPI. This section outlines the reasons for PPC78, the scope of changes and provides an overview of proposed changes.
Section 3: Issues	Explains the resource management issues and why there is a need to resolve them. It also addresses the scale and significance of the issues.
Section 4: Development and evaluation of options	In accordance with section 32(1)(b) and (2) of the RMA, this section examines whether the options appropriately achieve the objectives of the AUP(OP) and the sustainable management purpose of the RMA. The options are assessed by their efficiency and effectiveness, costs, benefits, and risks to resolve the RMA issue.
Section 5: Development of the plan change	This part of the report outlines the proposed provisions for Special Purposes Zones within PPC78.
Section 6: Conclusion	Concludes that PPC78 is the most efficient, effective and appropriate means of addressing the resource management issues identified.

2 Overview and purpose

The following section sets out the legislative context behind PPC78 and provides an overview of the proposed amendments in response to key legislative drivers. In summary, the key legislative drivers of the PPC78 are to:

- Give effect to Policy 3c and 3d as per Schedule 3B of the RMA; and
- Give effect to Policy 3c and 3d, Schedule 3B of the RMA

The RMA requires Auckland as a tier 1 territory to give effect to policy 3c and policy 3d which reads as follows:

Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:

(c) building heights of at least 6 storeys within at least a walkable catchment of the following:

(i) existing and planned rapid transit stops:

(ii) the edge of city centre zones:

(iii) the edge of metropolitan centre zones; and

(d) within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and density of urban form commensurate with the level of commercial activities and community services.

2.1 A high-level summary of scope of PPC78

PPC78 is contained within the IPI and amends the following chapters of the AUP(OP) in response to the intensification requirements of the RMA:

- H3: Residential - Single House Zone;
- H4: Residential - Mixed Housing Suburban Zone;
- H5: Residential - Mixed Housing Urban Zone;
- H6: Residential - Terraced Housing and Apartment Zone;
- H10: Business - Town Centre Zone;
- H11: Business - Local Centre Zone;
- H12: Business - Neighbourhood Centre Zone;
- H13: Business – Mixed Use Zone;
- H25 Special Purpose - Healthcare Facility and Hospital Zone
- H 29 Special Purpose - School Zone
- H30 Special Purpose - Tertiary Education Zone
- E38: Auckland-wide Subdivision.

PPC78 is part of an integrated package of changes to implement and incorporate intensification provisions of the RMA into the AUP(OP). Refer to the S.32 reports for the plan change overview, and the S.32 reports for the residential and business zones. These reports provide comprehensive information on the national and regional contexts. They also include the rationale for the proposed building heights in walkable catchments. This S.32 report refers to the 21m height limit to correlate with the 6 storey height limit proposed for the residential and business zones. The height of 21m is explained in Attachment 1. This evaluation applies this height limit in the analysis of building height for the Special Purpose Zones.

3 Issues

3.1 Implementation of the National Policy Statement on Urban Development

Government direction on intensification

The National Policy Statement on Urban Development ('NPS-UD') came into effect on 20 August 2020 and recent amendments to the NPS-UD through the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 came into effect on 21 December 2021.

The NPS-UD is about ensuring New Zealand's towns and cities are well-functioning urban environments that meet the changing needs of our diverse communities. It seeks to remove overly restrictive barriers to development to allow growth 'up' and 'out' in locations that have good access to existing services, public transport networks and infrastructure.¹

This s32 report covers the council's response to the directions in Policy 3 of the NPS-UD.

Policy 3 of the NPS-UD

The NPS-UD (updated May 2022 version) directs the council to enable intensification in specific areas within Auckland (a tier 1 urban environment) as shown below.

"Policy 3: In relation to tier 1 urban environments, regional policy statements and district plans enable:

- (a) in city centre zones, building heights and density of urban form to realise as much development capacity as possible, to maximise benefits of intensification; and
- (b) in metropolitan centre zones, building heights and density of urban form to reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys; and
- (c) building heights of at least 6 storeys within at least a walkable catchment of the following:
 - (i) existing and planned rapid transit stops
 - (ii) the edge of city centre zones
 - (iii) the edge of metropolitan centre zones; and
- (d) within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent), building heights and densities of urban form commensurate with the level of commercial activity and community services."

¹ <https://environment.govt.nz/acts-and-regulations/national-policy-statements/national-policy-statement-urban-development/>

Requirement to implement the NPS-UD

Section 55 of the Resource Management Act (1991) ('RMA') requires the council to amend its Regional Policy Statement ('RPS') and district/regional plans so that they can give effect to any provision in a national policy statement that affects the document.

Policy 3 is a list of directives for Tier 1 councils as to how their plans need to enable heights and density of urban form in specific areas. These directions are mandatory and therefore the council cannot consider other options (i.e. not enable the required intensification in the AUP). The council must simply implement the higher level directives.

The table below summarises the different levels of intensification required to be enabled in the different sub-parts (a)-(d) of Policy 3.

Area for intensification	Mandated intensification direction	
	Heights	Density of urban form
In city centre zones	To realise as much development capacity as possible	To realise as much development capacity as possible
In metropolitan centre zones	Reflect demand for housing and business use in those locations, and in all cases building heights of at least 6 storeys	Reflect demand for housing and business use in those locations
Within walkable catchments	At least 6 storeys	N/a
Within and adjacent to neighbourhood centre zones, local centre zones, and town centre zones (or equivalent)	Commensurate with the level of commercial activity and community services	Commensurate with the level of commercial activity and community services

While the overall implementation of Policy 3 is not a matter of choice for the council, the wording of Policy 3 does give the council scope as to *how* the policies are implemented. This relates to how specific parts of the policy are interpreted and how specific words or phrases are defined/interpreted. The different options as to how to apply Policy 3 to the AUP are outlined further in the development of options section below.

RMA Section 77

For the purposes of PC 078, evaluation of Special Purpose zones responds to section 77G, 77H and 77N requirements. These are:

- 77G Duty of specified territorial authorities to incorporate MDRS and give effect to policy 3 or 5 in residential zones
- 77H Requirements in Schedule 3A may be modified to enable greater development
- 77N Duty of specified territorial authorities to give effect to policy 3 or policy 5 in non-residential zones

Interpretations and explanations

The term 'walkable catchments' is referred to in this S.32 report and the proposed changes to the AUP. Policy 3(c) of the National Policy Statement on Urban Development 2020 requires Council to identify 'walkable catchments' where building heights of at least six

storeys will be enabled. It should be noted that the NPS-UD does not include a distance/metric for walkable catchments thus leaving it up to individual councils to develop a policy response. The methodology for how they have been applied are discussed in the Intensification s32 report.

The Auckland Plan and RPS support the highest intensity in the City Centre, then metropolitan centres, town, local and neighbourhood centres. Auckland Council proposes walkable catchments of 1200m around the city centre and 800m around metro centres, town centres or Rapid Transit Network stops. These are areas where people can live within walking distances to everyday things like work, shops, community services, or to catch a bus or train to get around.

Interpretations and explanations of 'building heights', 'at least 6 storeys' and 'density of urban form' are provided in Attachment 1. These are covered in more detail in the residential and business s32 report (policy 3) and related technical reports.

3.2 Problem definition

Policy 3 of the NPS-UD applies in relation to "tier 1 urban environments". The NPS-UD defines "urban environment" as:

"any area of land (regardless of size, and irrespective of local authority or statistical boundaries) that:

- is, or is intended to be, predominantly urban in character;*
- and is, or is intended to be, part of a housing and labour market of at least 10,000 people."*

There are a number of ways in which this definition could be interpreted as applying to Auckland. Auckland Council has interpreted this to mean that for Auckland the "urban environment" is:

All land zoned residential, business and adjoining special purpose zones and open space zones as identified in the AUP, including the Hauraki Gulf Island Section, which includes metropolitan Auckland, all towns, and all rural and coastal towns and villages.

The Special Purpose Zones manage activities, development and built form in zones providing social infrastructure and other activities that require specific provisions to support activities. Social infrastructure requiring specific provisions includes cemeteries, tertiary education facilities, schools (independent and integrated), Māori purposes, recreation facilities, healthcare and hospitals. There are also special purpose zones for quarries, airports and airfields as these activities have specific functional and operational requirements.

Assessment to determine applicable Special Purpose zones for plan change

The eight Special Purpose Zones cover a diversity of sites, locations and activities. Not all Special Purpose Zones are affected by recent legislation. Only those Special Purpose zones affected by Policy 3 are updated and included in this plan change. This may be for one or more of the following reasons:

- there are no height limits specified in the Special Purpose Zone (for instance, height limits may be managed through precinct provisions rather than the Special Purpose zone); or
- the Special Purpose Zone may not be located inside walkable catchments; or
- the increased residential height limits proposed for walkable catchments are commensurate or higher than the existing Special Purpose Zone heights; or
- the activity may not be relevant to Policy 3.

The assessment criteria for determining whether Policy 3 enabled height limits are relevant to a Special Purpose zone are applied to each zone in the table below.

Table: Assessment of Special Purpose Zones to determine qualification for Policy 3 changes to height limits. 'Not applicable' (N/A) is applied the zone does not have building height limits or is not inside a walkable catchment.

Special Purpose zones (SPZ)	Are there building height limits in the SPZ	Are the SPZ inside a walkable catchment	Are the lowest height limits commensurate or higher than the walkable catchment height limits	Would additional height enabled in walkable catchments applied to a SPZ support Policy 3 objectives	Relevant for plan change
H23 Special Purpose – Airports and Airfields Zone	Yes	No	N/A	N/A	No
H24 Special Purpose – Cemetery Zone	Yes	Yes	No	No	No
H25 Special Purpose – Healthcare Facility and Hospital Zone	Yes	Yes	No	Yes	Yes
H26 Special Purpose – Major Recreation Facility Zone	No	No	N/A	N/A	No
H27 Special Purpose – Māori Purpose Zone	Yes	No	N/A	N/A	No
H28 Special Purpose – Quarry Zone	Yes	No	N/A	N/A	No
H29 Special Purpose – School Zone	Yes	Yes	No	Yes	Yes
H23 Special Purpose Zone – Tertiary Education Zone	Yes	Yes	No	Yes	Yes

The zones not affected by Policy 3 are:

- H23 Special Purpose – Airports and Airfields Zone
- H24 Special Purpose – Cemetery Zone
- H26 Special Purpose – Major Recreation Facility Zone
- H27 Special Purpose – Māori Purpose Zone
- H28 Special Purpose – Quarry Zone

The Special Purpose Zones affected by Policy 3 are the subject of a height limit review in this S.32 report. This is to determine whether existing Special Purpose Zone heights should be increased to be commensurate with the surrounding residential or business zones inside walkable catchments and to support growth in these areas.

The assessment shows that the following Special Purpose zones qualify for inclusion in PC 078 are:

- H25 Special Purpose - Healthcare Facility and Hospital Zone
- H 29 Special Purpose - School Zone
- H30 Special Purpose - Tertiary Education Zone

3.3 Scale and significance

Section 32(1)(c) of the RMA states that the level of detail contained in a section 32 evaluation report is required to correspond to the scale and significance of the effects that are anticipated from the implementation of the proposal.

For the purposes of section 32(1)(c):

- (a) Scale refers to the scale or reach of the issue (for example, geographical area), the anticipated size or magnitude of the expected effects from the proposal, or both; and
- (b) Significance relates to the importance or impact of the issue (on the environment and/or on the community) that the proposal is intended to respond to, or the significance of the response itself (on the environment and community) i.e., whether it is at a regional or local.

The scale and significance of the relevant chapters of the AUP(OP) must be determined to guide the level of the analysis required for the Section 32 assessment.

The analysis of Special Purpose Zones has shown the scale and significance of the issues is assessed to be minor.

4 Development and evaluation of options

4.1 Description of options

In the development of the preferred approach set out in the PPC78, a number of options were identified. This followed a review of the AUP(OP), and identification of the changes required in order to achieve the requirements of the Act namely to give effect to Policy 3c (heights of at least 6 storeys) and Policy 3d (increase heights and densities in appropriate locations) of the NPSUD. This report evaluates how increases to building height limits in the relevant Special Purpose Zones where they occur inside the walkable catchments can be implemented.

The options evaluated are:

- (1) Retain status quo - rely on the existing zones and provisions within Special Purpose zones that are not in conflict with Policy 3(c) and (d).

- (2) Amend the relevant Special Purpose zones to incorporate Policy 3(c) and (d) with new height limits within walkable catchments to achieve a quality built environment, enable growth and facilitate good design outcomes.

The options of 'retain status quo' option which relies on the AUP(OP) with no amendments are considered for Special Purpose Zones as these zones have activities that are different to residential and business zones which were targeted in the government legislation. However, retaining status quo has not been considered relevant for residential and other zones in the development of PPC78. Due to the mandatory requirements to incorporate to give effect to Policies 3(c) and (d) of the NPSUD an assessment of these options was considered to be immaterial.

4.2 Methodology

PPC78 was developed in response to the identification of the built form height established by the Quality Built Environment workstream (formed by planners, urban designers, architects and specialists on specific topics). The key matters relevant to the scope and focus of the Special Purpose Zone was defined as follows:

To apply the intensification provisions of NPS-UD while achieving the following outcomes:

- Outcome 1: Enable at 21m (six storeys) on relevant Special Purpose Zones inside walkable catchments

Method: The provisions for each Special Purpose zone were evaluated to determine the scope for increased height in walkable catchments

- Outcome 2: Manage dominance and shading effects on the street and adjoining sites

Method: Retain existing standards including yards, height in relation to boundary and building coverage in the relevant Special Purpose Zone to manage the scale of buildings and effects of their proximity to boundaries. Assessment criteria for evaluating consents are also retained without change.

4.3 Options and summary of evaluation

Each Special Purpose Zone is evaluated separately. A summary analysis of the proposed option and provisions is included at the end of each Zone analysis.

H25 Special Purpose – Healthcare Facility and Hospital Zone

The Special Purpose – Healthcare Facility and Hospital Zone applies to several of Auckland's hospitals and healthcare facilities. These are generally large, land-extensive facilities with a range of activities related to their primary function. The sites generally consist of extensive and highly visible buildings and substantial parking areas.

The zone enables a range of healthcare related and supporting activities to cater for the diverse requirements of the users, employees and visitors to the hospitals and healthcare facilities.

The H25.2 objectives are:

- (1) The efficient operation and development of hospitals and healthcare facilities to support the community's healthcare needs is enabled.
- (2) A comprehensive range of hospital and healthcare activities, buildings and infrastructure, and accessory buildings and activities are provided for.
- (3) The adverse effects of hospital and healthcare activities, buildings and infrastructure, and accessory buildings and activities on adjacent areas are avoided, remedied or mitigated.

These objectives are supported by a series of policies that address built form. The relevant H25.3 policies are:

- (4) Minimise significant adverse effects of overshadowing, visual dominance and loss of visual privacy on adjacent properties by use of graduated building heights and by locating higher buildings away from the zone boundary.
- (5) Provide for additional building height in identified locations, where it:
 - (a) enables the efficient operation of the hospital or healthcare facility; and
 - (b) can be accommodated without significant adverse effects on adjacent properties.
- (6) Require new buildings and significant additions to buildings that adjoin streets and public open spaces to be designed to contribute to the maintenance and enhancement of amenity values while enabling the efficient use of the site.
- (7) Encourage new buildings to be designed to provide a high standard of amenity and safety.

Table H25.6.1.1 sets out the building heights within the zone. These height limits were developed to provide for the activity and in consideration of activities and heights in adjacent zones. Policy 3(d) allows for an increase in heights for sites inside walkable catchments. This presents an opportunity to increase height limits for Special Purposes – Healthcare and Hospital Zone where sites are located inside walkable catchments. Table H25.6.1.1 shows the current building heights for this zone.

Sites with a 'total site area up to 4ha' are restricted to 16m for permitted activities and between 16-25m for Restricted Discretionary (RD) activities. It is proposed that sites with a 'total site area up to 4ha' inside walkable catchments be increased to a building height limit of 21m for permitted development and to between 21m-25m for RD consents. This will enable greater capacity for growth enabled by the NPS-US. It will also ensure the built urban form is consistent with other zones inside the walkable catchments. Standards including Yards and Height in Relation to Boundary that also manage built form and its proximity to boundaries will not be changed.

Table Error! Reference source not found..1: Building heights

Site area	Permitted activity standard	Restricted discretionary activity standard	Discretionary activity standard
Sites with a total site area up to 4ha	Up to 16m	Between 16m and up to 25m	Greater than 25m
Sites with a total site area greater than 4ha	Up to 26m	Between 26m and up to 35m	Greater than 35m
Sites subject to the Height Variation Control	Up to the height specified on the Height Variation Control	Infringements to the Height Variation Control and up to 35m	Infringements to the Height Variation Control and greater than 35m
Auckland Hospital buildings	Up to the height specified in Figure Error! Reference source not found..1	Buildings infringing the height specified in Figure H25.6.2.1 and up to 35m	Buildings infringing the height specified in Figure Error! Reference source not found..1 and greater than 35m

Evaluation of options for H25 Special Purpose – Healthcare Facility and Hospital Zone

Option evaluation: H25 Special Purpose – Healthcare Facility and Hospital Zone		
	Option 1 Retain status quo	Option 2 Include new 21m building height limit inside walkable catchments in Plan Change 078
Appropriateness	Does not allow for potential growth and change to built form consistent with that enabled by Policy 3 inside walkable catchments to support a quality built environment.	Provides for growth and change to built form height consistent with that enabled by Policy 3 inside walkable catchments to support a quality built environment.
Effectiveness	Does not enable additional intensification or give effect to Policy 3.	Enables intensification and gives effect to the requirements of Policy 3.
Efficiency	A low/no cost option but not efficient as the issue of capacity is not addressed. There is potentially a loss as this zone would not achieve the land use and resource efficiencies enabled by Policy 3.	Clarity for plan users because zone provisions for development inside walkable catchments and the amenity and growth expectations are clear and can be applied to support land use and resource efficiency.

Costs	A low/no cost option but not efficient as the issue of capacity and is not addressed. There is potentially a loss as this zone would not achieve the land use and resource efficiencies enabled by Policy 3.	Low cost option. Risk of poor or inconsistent design outcomes with higher buildings such as: limited privacy, building dominance and shading to the street or adjoining sites. The existing provisions include effective policies, standards (including Height in Relation to Boundary) and assessment criteria to manage effects and ensure quality design outcomes.
Benefits	Existing provisions are well understood and effective at producing quality built form outcomes.	Successfully achieves greater intensification to support the activity without compromising a quality built environment. Change to the height limit will continue to enable consistent, good design outcomes which achieves a high-quality built environment, in keeping with the planned built character of the walkable catchment:
Risks	Loss of opportunity to enable more capacity to support growth (enabled by NPS-UD), less of land-use and resources and an built form that is inconsistent with adjacent sites in walkable catchments.	May not deliver levels of development intensity in key locations and therefore does not achieve the intent of Policy 3. Poor design outcomes. Compromised quality of the built environment.

Summary of evaluation

The evaluation shows that increasing that increasing the building height limit to 21m inside walkable catchments will deliver on Policy 3 and have benefits that outweigh the costs. The existing objectives, policies and standards will continue to support quality built form outcomes.

Evaluation of options for H29 Special Purpose – School Zone

The Special Purpose – School Zone applies to Auckland’s independent and integrated schools and associated community facilities, and is characterised by campus-style developments. The purpose of the zone is to allow the continued operation and further development of these schools and associated facilities. This zone does not apply to existing or future schools located in the city centre, metropolitan or town centres. Ministry of Education owned sites are subject to designations and are contained in Chapter K of the AUP.

The H29.1 objectives are:

- (1) The educational needs of school students are met and the well-being of students, staff and visitors is provided for.
- (2) School activities, including the development of new schools and appropriate redevelopment, intensification and expansion of existing schools, are enabled.
- (3) Opportunities for communities to use school facilities, and for the co-location of school and community facilities are provided.

- (4) Adverse effects of schools, community facilities and associated activities and their use on adjacent areas are avoided, remedied or mitigated.

The relevant H29.2 policies are:

- (1) Enable the efficient utilisation of school land, buildings and infrastructure.
- (3) Enable community use of the existing and future school land, buildings and infrastructure and the co-location of school and community facilities provided they:
 - (a) do not compromise the use of the zone for school activities; and
 - (b) avoid remedy or mitigate adverse effects on adjoining properties.
- (5) Minimise adverse effects on adjacent properties from development that causes overshadowing, visual domination, loss of visual privacy and loss of other amenity values by the use of building setbacks, screening, graduated building heights and by locating higher buildings away from the zone boundary.
- (6) Provide for additional building height in identified locations where it:
 - (a) provides for the efficient use of the site; and
 - (b) can be accommodated without significant adverse effects on adjacent properties.
- (7) Encourage new buildings to be designed to provide a high standard of amenity and safety.
- (8) Require new buildings and significant additions to buildings that adjoin streets and public open spaces to be designed to contribute to the maintenance and enhancement of amenity values while enabling the efficient use of the site.

Table H29.6.2.1 sets out the building heights within the zone. These height limits were developed to provide for the activity and in consideration of activities and heights in adjacent zones. Policy 3(d) allows for an increase in heights for sites inside walkable catchments. This presents an opportunity to increase height limits for Special Purposes – School Zone where sites are located inside walkable catchments. Table H29.6.2.1 shows the current building heights for this zone.

Table H29.6.2.1 Building height

Building location	Maximum building height
Buildings less than 20m from a boundary with a site in residential zones (except the Residential – Terrace Housing and Apartment Buildings Zone), open space zones, or the Future Urban Zone	12m
Buildings greater than or equal to 20m from a boundary with a site in a residential zone (other than Residential – Terrace Housing and	16m

Apartment Buildings Zone) or open space zones, or the Future Urban Zone	
Buildings in all other locations	16m

Evaluation of options for H29 Special Purpose – School Zone

Option evaluation: H29 Special Purpose – School Zone		
	Option 1 Retain status quo	Option 2 Include new 21m building height limit inside walkable catchments in Plan Change 078
Appropriateness	Does not allow for potential growth and change to built form consistent with that enabled by Policy 3 inside walkable catchments to support a quality built environment.	Provides for growth and change to built form height consistent with that enabled by Policy 3 inside walkable catchments to support a quality built environment.
Effectiveness	Does not enable additional intensification or give effect to Policy 3.	Enables intensification and gives effect to the requirements of Policy 3.
Efficiency	A low/no cost option but not efficient as the issue of capacity is not addressed. There is potentially a loss as this zone would not achieve the land use and resource efficiencies enabled by Policy 3.	Clarity for plan users because zone provisions for development inside walkable catchments and the amenity and growth expectations are clear and can be applied to support land use and resource efficiency.
Costs	A low/no cost option but not efficient as the issue of capacity and is not addressed. There is potentially a loss as this zone would not achieve the land use and resource efficiencies enabled by Policy 3.	Low cost option. Risk of poor or inconsistent design outcomes with higher buildings such as: limited privacy, building dominance and shading to the street or adjoining sites. The existing provisions include effective policies, standards (including Height in Relation to Boundary) and assessment criteria to manage effects and ensure quality design outcomes.
Benefits	Existing provisions are well understood and effective at producing quality built form outcomes.	Successfully achieves greater intensification to support the activity without compromising a quality built environment. Change to the height limit will continue to enable consistent, good design outcomes which achieves a high-quality built environment, in keeping with the planned built character of the walkable catchment:
Risks	Loss of opportunity to enable more capacity to support growth (enabled by NPS-UD), less of land-use and resources and an built form that is	May not deliver levels of development intensity in key locations and therefore does not achieve the intent of Policy 3. Poor design outcomes.

	inconsistent with other zones in walkable catchments.	Compromised quality of the built environment.
--	---	---

Summary of evaluation

The evaluation shows that increasing that increasing the building height limit to 21m inside walkable catchments will deliver on Policy 3 and have benefits that outweigh the costs. The existing objectives, policies and standards will continue to support quality built form outcomes.

H30 Special Purpose – Tertiary Education Zone

The Special Purpose – Tertiary Education Zone applies to tertiary education facilities in locations where the surrounding zoning will not appropriately provide for the ongoing operation and development of the facilities or where the facilities are not subject to a precinct plan.

Generally, these are large facilities in campus-style developments, with extensive and highly visible buildings, substantial parking areas and significant areas of private open space. Increasingly, business, offices, research and laboratory facilities are co-locating within these campuses, to the benefit of the tertiary institution, the students and the economic development of Auckland.

The purpose of the zone is to enable the development and operation of a range of activities to cater for the diverse requirements of the student population, employees and visitors. Community use of the facilities is also provided for.

The H30.2 objectives are:

- (1) Tertiary education facilities meet the education needs of their students, facilitate research and economic development, and provide for the well-being of employees, students and visitors.
- (2) Other activities which are compatible with, or accessory to, tertiary education facilities are provided for where they do not compromise the use of the zone for tertiary education purposes.
- (3) Adverse effects of tertiary education facilities and associated activities and their use on adjacent areas are avoided, remedied or mitigated.

These objectives are supported by a series of policies that address built form. The relevant H30.3 policies are:

- (3) Require new buildings and significant additions to buildings that adjoin streets and public open spaces to be designed to contribute to the maintenance and enhancement of amenity values while enabling the efficient use of the site.
- (4) Encourage new buildings to be designed to provide a high standard of amenity and safety.

- (5) Require screening or landscaping of waste management facilities, service areas and buildings and parking to enhance their appearance when viewed from adjacent residential zones, streets and public open spaces.
- (6) Provide for accessory and compatible activities to meet the needs of employees, students and visitors without undermining the function of nearby town centres as the primary location for business activities.
- (7) Require new buildings to be designed in a manner that respects any adjacent scheduled historic heritage places on the site.
- (8) Minimise significant adverse effects of overshadowing, visual dominance and loss of visual privacy on adjacent properties by use of graduated building heights and by locating higher buildings away from the zone boundary.

Table H30.6.1.1 sets out the building heights within the zone. These height limits were developed to provide for the activity and in consideration of activities and heights in adjacent zones. Policy 3(d) allows for an increase in heights for sites inside walkable catchments. This presents an opportunity to increase height limits for Special Purposes – Tertiary Education Zone where sites are located inside walkable catchments. Table H30.6.1.1 shows the current building heights for this zone.

It is proposed that the building height limits in locations ‘Less than 20m from a site in the residential zones, the Future Urban Zone or an open space zone’ increase from 12m to 21m where they are located inside walkable catchments. This will enable greater capacity for growth enabled by the NPS-US. It will also ensure the built urban form is consistent with other zones inside the walkable catchments. Standards including Building Coverage, Yards and Height in Relation to Boundary that also manage built form and its proximity to boundaries will not be changed. Below is the Building height table for this zone.

Table H30.6.1.1 Building height

Building location	Maximum building height
Less than 20m from a site in the residential zones, the Future Urban Zone or an open space zone	12m
Greater than or equal to 20m from a boundary with a site in the residential zones, the Future Urban Zone or an open space zone	24m

Evaluation of options for H30 Special Purpose – Tertiary Education Zone

Option evaluation: H30 Special Purpose – Tertiary Education Zone		
	Option 1 Retain status quo	Option 2 Include new 21m building height limit inside walkable catchments in Plan Change 078
Appropriateness	Does not allow for potential growth and change to built form consistent with that enabled by Policy 3 inside walkable catchments to support a quality built environment.	Provides for growth and change to built form height consistent with that enabled by Policy 3 inside walkable catchments to support a quality built environment.
Effectiveness	Does not enable additional intensification or give effect to Policy 3.	Enables intensification and gives effect to the requirements of Policy 3.
Efficiency	A low/no cost option but not efficient as the issue of capacity is not addressed. There is potentially a loss as this zone would not achieve the land use and resource efficiencies enabled by Policy 3.	Clarity for plan users because zone provisions for development inside walkable catchments and the amenity and growth expectations are clear and can be applied to support land use and resource efficiency.
Costs	A low/no cost option but not efficient as the issue of capacity and is not addressed. There is potentially a loss as this zone would not achieve the land use and resource efficiencies enabled by Policy 3.	Low cost option. Risk of poor or inconsistent design outcomes with higher buildings such as: limited privacy, building dominance and shading to the street or adjoining sites. The existing provisions include effective policies, standards (including Height in Relation to Boundary) and assessment criteria to manage effects and ensure quality design outcomes.
Benefits	Existing provisions are well understood and effective at producing quality built form outcomes.	Successfully achieves greater intensification to support the activity without compromising a quality built environment. Change to the height limit will continue to enable consistent, good design outcomes which achieves a high-quality built environment, in keeping with the planned built character of the walkable catchment:
Risks	Loss of opportunity to enable more capacity to support growth (enabled by NPS-UD), less of land-use and resources and an built form that is inconsistent with other zones in walkable catchments.	May not deliver levels of development intensity in key locations and therefore does not achieve the intent of Policy 3. Poor design outcomes. Compromised quality of the built environment.

Summary of evaluation

The evaluation shows that increasing the building height limit in locations 'Less than 20m from a site in the residential zones, the Future Urban Zone or an open space zone' from 12m to 21m where they are located inside walkable catchments has benefits that outweigh the

costs. The existing objectives, policies and standards will continue to support quality built form outcomes.

5 Development of the plan change

Option 2 in the evaluation has been selected as the preferred option as it will enable buildings of 21m (at least 6 storeys) in walkable catchments within the relevant Special Purpose Zone. This will increase height, capacity and density in appropriate locations to achieve a quality built environment. The changes proposed occur only in the Building Height tables.

The following table summarises the findings from the option and evaluation analysis.

Summary of the proposed key changes to Special Purpose zones

Summary of proposed key changes to Special Purpose Zones				
Proposal	Reason(s)	Give effect to Policy 3 to provide building heights of at least 6 storeys within a walkable catchment	Give effect to Policy 3(c) and (d)	Consequential changes
H25 Special Purpose – Healthcare Facility and Hospital Zone				
Increase building heights in walkable catchment to 21m	Enable development of 21m (6 storeys) within walkable catchment through amendments to building height	Yes	Yes – only as it relates to development inside walkable catchments.	no
H29 Special Purpose – School Zone				
Increase building heights in walkable catchment to 21m	Enable development of 21m (6 storeys) within walkable catchment through amendments to building height	Yes	Yes – only as it relates to development inside walkable catchments.	no
H30 Special Purpose – Tertiary Education Zone				
Increase building heights in walkable catchment to 21m	Enable development of 21m (6 storeys) within walkable catchment through amendments to building height	Yes	Yes – only as it relates to development inside walkable catchments.	no

The new building heights inside walkable catchments will be specified within the building height tables for each Special Purpose Zone.

Provisions for H25 Special Purpose – Healthcare Facility and Hospital Zone

Include a building height limit of 21m inside walkable catchments as shown in an updated version of Table **Error! Reference source not found..1**: Building heights. Changes are shown as underlined text.

Table Error! Reference source not found..1: Building heights

Site area	Permitted activity standard	Restricted discretionary activity standard	Discretionary activity standard
Sites with a total site area up to 4ha <u>outside walkable catchments</u>	Up to 16m	Between 16m and up to 25m	Greater than 25m
<u>Sites with a total site area up to 4ha inside walkable catchments</u>	<u>Up to 21m</u>	<u>Between 21m and up to 25m</u>	<u>Greater than 25m</u>
Sites with a total site area greater than 4ha	Up to 26m	Between 26m and up to 35m	Greater than 35m
Sites subject to the Height Variation Control	Up to the height specified on the Height Variation Control	Infringements to the Height Variation Control and up to 35m	Infringements to the Height Variation Control and greater than 35m
Auckland Hospital buildings	Up to the height specified in Figure Error! Reference source not found..1	Buildings infringing the height specified in Figure H25.6.2.1 and up to 35m	Buildings infringing the height specified in Figure Error! Reference source not found..1 and greater than 35m

Recommendation of provisions for H29 Special Purpose – School Zone

Include a building height limit of 21m inside walkable catchments as shown in an updated version of Table H29.6.2.1: Building heights. Changes are shown as underlined text.

Table H29.6.2.1: Building heights - PROPOSED

Building location	Maximum building height
Buildings less than 20m from a boundary with a site in residential zones (except the Residential – Terrace Housing and Apartment Buildings Zone), open space zones, or the Future Urban Zone	12m
Buildings greater than or equal to 20m from a boundary with a site in a residential zone (other than Residential – Terrace Housing and Apartment Buildings Zone) or open space zones, or the Future Urban Zone	16m
<u>Buildings inside walkable catchments</u>	<u>21m</u>

Buildings in all other locations	16m
----------------------------------	-----

Recommendation of provisions for H29 Special Purpose – Tertiary Education Zone

Include a building height limit of 21m inside walkable catchments as shown in an updated version of Table H30.6.1.1: Building heights. Changes are shown as underlined text.

Table H30.6.1.1 Building height - PROPOSED

Building location	Maximum building height
Less than 20m from a site in the residential zones, the Future Urban Zone or an open space zone	12m
<u>Less than 20m from a site in the residential zones, the Future Urban Zone or an open space zone inside walkable catchments</u>	<u>21m</u>
Greater than or equal to 20m from a boundary with a site in the residential zones, the Future Urban Zone or an open space zone	24m

5.1 Consultation

This section 32 evaluation report will continue to be refined in response to any consultation feedback provided to the council following notification, and in response to any new information received.

6 Conclusion

Building height limits where they are relevant and appropriate to three Special Purpose Zones within walkable catchments assessed in this Section 32 report have been increased to 21m. These are:

- H25 Special Purpose - Healthcare Facility and Hospital Zone
- H 29 Special Purpose - School Zone
- H30 Special Purpose - Tertiary Education Zone

This is in response to Policy 3 NPS-UD. Additional height will also ensure new development is commensurate with heights for residential and business development within walkable catchments. It supports intensification and growth with increased capacity to achieve a quality built environment.

List of Attachments

Put in table form

Attachment	Name of Attachment
A1	Definitions
A2	Regional Policy Statement B2.8 Social Facilities

Attachment 1 Definitions

1 The interpretation of 'building heights'

The National Planning Standards define a building as:

“a temporary or permanent movable or immovable physical construction that is:

(a) partially or fully roofed; and

(b) fixed or located on or in land;

but excludes any motorised vehicle or other mode of transport that could be moved under its own power.”

The National Planning Standards define height as:

“the vertical distance between a specified reference point and the highest part of any feature, structure or building above that point.”

Where Policy 3 refers to building heights, it is the ordinary meaning of this phrase in light of the above definitions. That is, the vertical distance (height) of a physical construction that is located on land (building).

2 The interpretation of 'at least 6 storeys'

Policy 3(b) and (c) refer to enabling building heights of at least 6 storeys. The AUP height standards are not calculated in storey units, but rather are measured in metres.

To enable a 6 storey building, a height of 21m is required to be enabled. This is made up of occupiable building height (19m) and height for roof form (2m).

This height standard aligns with the AUP's Height Variation Control standard for a 6 storey building in the Business – Mixed Use zone, Business – Town Centre zone, Business – Local Centre zone, and Business – Neighbourhood Centre zone as shown in the following Table.

Occupiable building height	Height for roof form	Total building height shown on Height Variation Control on the planning maps
Same as on the planning maps	NA	Less than or equal to 11m
11m	2m	13m
16m	2m	18m
19m	2m	21m
25m	2m	27m
Same as on the planning maps	NA	Exceeding 27m

Table

The 21m height is made up of:

- 4m: 4m ground floor height
- 15m: 3m floor to floor heights (x5)
- 2m: 2m roof height
- 21m: Total

The proposed 21m total building height standard for THAB WCs is based on enabling a 'viable' 6 storey apartment building. A total building height of 21m is considered to enable a more viable and better quality 6 storey apartment building than the THAB 6 storey HVC of 19.5m. Jasmax Architects

has confirmed through modelling that a 21m height standard will not have an impact on the other proposed standards for THAB in Walkable Catchments.

Where Policy 3 refers to "at least" 6 storeys this means that a minimum of 6 storeys must be enabled, but 6 storeys is not necessarily the maximum height – it could be higher (but not lower) than 6 storeys.

It is also pertinent to note that the AUP must only *enable* buildings of at least 6 storeys and does not *require* new developments to be at least 6 storeys. The MfE guidance on implementing the intensification provisions of the NPS-UD state:

"For the avoidance of doubt, the six-storey minimum is the minimum district plans must enable and not a minimum development rule. For example, local authorities are not required to set objectives, policies and rules to prevent the construction of

buildings less than six storeys. While plans must enable six or more storeys, a developer or land owner can still choose to construct a four-storey building.”²

The interpretation of ‘density of urban form’

Policy 3 refers to regional policy statements and district plans enabling a ‘density of urban form’. The AUP contains various provisions that relate directly to density such as rules around how many dwellings are permitted per site³.

However, to genuinely enable additional density it is not just the rules specifically related to density of dwellings that need to be considered. The full package of controls that affect total development space need to be considered such as gross floor area, yard and podium setbacks, and recession planes.

Therefore, the council has examined the potential limitations on density on typical urban sites and propose to amend various objectives, policies, and rules throughout the AUP to enable higher densities of urban form. This work is covered in detail in

The interpretation of ‘development capacity’

The NPS-UD contains a definition of ‘development capacity’ as follows:

“the capacity of land to be developed for housing or for business use, based on:

- a) the zoning, objectives, policies, rules, and overlays that apply in the relevant proposed and operative RMA planning documents; and
- b) the provision of adequate development infrastructure to support the development of land for housing or business use

Plan-enabled has the meaning in clause 3.4(1). Development capacity is plan-enabled for housing or for business land if:

- a) in relation to the short term, it is on land that is zoned for housing or for business use (as applicable) in an operative district plan
- b) in relation to the medium term, either paragraph (a) applies, or it is on land that is zoned for housing or for business use (as applicable) in a proposed district plan
- c) in relation to the long term, either paragraph (b) applies, or it is on land identified by the local authority for future urban use or urban intensification in an FDS or, if the local authority is not required to have an FDS, any other relevant plan or strategy.

Attachment 2: Regional Policy Statement

B2.8. Social facilities

B2.8.1. Objectives

- (1) Social facilities that meet the needs of people and communities, including enabling them to provide for their social, economic and cultural well-being and their health and safety.
- (2) Social facilities located where they are accessible by an appropriate range of transport modes.
- (3) Reverse sensitivity effects between social facilities and neighbouring land uses are avoided, remedied or mitigated.

B2.8.2. Policies

- (1) Enable social facilities that are accessible to people of all ages and abilities to establish in appropriate locations as follows:
 - (a) small-scale social facilities are located within or close to their local communities;
 - (b) medium-scale social facilities are located with easy access to city, metropolitan and town centres and on corridors;
 - (c) large-scale social facilities are located where the transport network (including public transport and walking and cycling routes) has sufficient existing or proposed capacity.
- (2) Enable the provision of social facilities to meet the diverse demographic and cultural needs of people and communities.
- (3) Enable intensive use and development of existing and new social facility sites.
- (4) In growth and intensification areas identify as part of the structure plan process where social facilities will be required and enable their establishment in appropriate locations.
- (5) Enable the efficient and flexible use of social facilities by providing on the same site for:
 - (a) activities accessory to the primary function of the site; and
 - (b) in appropriate locations, co-location of complementary residential and commercial activities

